DOCUMENT RESUME

ED 339 141 EA 023 577

AUTHOR Noonan, Maureen; Underwood, Julie K.
TITLE Curriculum Reform in Educational Administration: Fantasy or Frustration.
PUB DATE Oct 91
NOTE 17p.; Paper presented at the Annual Meeting of the University Council for Educational Administration (Baltimore, MD, October 1991). Data in Attachment 5 may not be reproducible due to small, filled-in type.
PUB TYPE Speeches/Conference Papers (150) -- Reports - Descriptive (141)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Administrator Education; *Curriculum Design; *Curriculum Development; *Curriculum Evaluation; *Educational Administration; Elementary Secondary Education; Graduate Study; Higher Education
IDENTIFIERS *University of Wisconsin Madison

ABSTRACT

A comprehensive curriculum reform effort to improve the administrator preparation program at the University of Wisconsin at Madison is described in this paper. Stages in the shared, reflective review process are described, which include: (1) development of a conceptual schema based on Robert L. Katz's framework to identify program knowledge bases, skills, and attributes; (2) development of a three-sphere framework to examine curriculum content; and (3) "mapping the curriculum" to create a new core sequence. A conclusion is that benefits of preparing educational leaders outweigh the frustrations of the restructuring process. Attachments include the Katz conceptual framework, definition of terms, three-sphere framework, an example of "mapping the curriculum," and course proposal. (13 references) (LMI)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED339141

Curriculum Reform in Educational Administration: Fantasy or Frustration

Maureen Noonan, M.S., Ph.D. Candidate

and

Julie K. Underwood, J.D., Ph.D.

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

J. Underwood

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Paper presented at the
University Council for Educational Administration
Annual Convention
October 25-27, 1991
Baltimore, MD

BEST COPY AVAILABLE

The preparation of educational administration has received much attention and criticism as witnessed by reports from the National Commission on Excellence in Educational Administration (1987), the National Policy Board for Educational Administration (1989), the Danforth Report (1989), and under the auspice of numerous individual authors (Griffiths, 1988; Hawley, 1988; Rossmiller, 1986). Still others offer a variety of new perspectives and implications for reform efforts in training educational leaders (LoPresti, et al., 1990; Mulkeen & Tetenbaum, 1990; Pitner, 1982; Prestine & LeGrand, 1991). Underlying all of these reports and discourses is the undeniable conclusion that change is needed in educational administration programs.

Trends of Reform

For decades American business, industry and educational enterprises have modeled their organizational structures and management on a belief that organizations are rational and mechanistic. Organizations aspired to be systems of rules, regulations and reward structures which supported the demand for efficiency and effectiveness in an economic system designed for the industrial age. Organizational authority and decision-making processes were characterized as hierarchical and autocratic and production was for the masses.

Given this, educational programs devoted to training administrators, especially school administrators, often reflected a technocratic view of what works in administration. Programs in educational administration offered courses that emphasized a technical-rational perspective and philosophically were driven by

a strong belief in empirical, scientific inquiry and predictability.

More recently, the insurgence of the technological era has created a society that is becoming more and more dependent on instant communications. This dependency on dissemination of data, ideas, symbols and symbolism (Toffler, 1990) has created a dramatic change in the nature of work and how we view organizations.

The principals for progress and development for many organizations is now based in knowledge-creation and knowledge-innovation, cooperation, shared communication across systems and units, and value for human potential at all levels. Old hierarchical structures and mechanistic models of decision-making are no longer efficient in a world where the issue is not how to organize to produce efficiently, but how to organize to make decisions (Peters & Waterman, 1982).

For educational leaders, including those who are devoted to helping prepare our future leaders, it is time to loose the ties that bind us to traditional ideas and practices. This requires a fundamental reordering of how we come to understand our role as leaders. Successful leadership will require an honest willingness to change--to understand, engage in and foster shared decision-making, cooperative problem-solving and collaborative management practices. Instead of reinforcing the bureaucratic process, preparation programs for educational leaders should place an emphasis on the leader's ability to create and communicate a vision, to serve as a catalyst and facilitator, to

develop a positive organizational culture, and to work with individuals and groups in a democratic organization (Mulkeen & Tetenbaum, 1990).

Given this and the increasing concern for administrator preparation as part of the emerging school reform scene, there is a need to reconceptualize educational administration programs. Evidence suggests that rather than trying to reinvent preparation programs, most university reform efforts have treated the crisis as primarily one related to technique, organization and funding. Instead there is a need to develop professional practice programs designed to prepare educational leaders who are involved with ideas for change and who think critically about education as it exists, while creating new possibilities for the future.

Professionals in the field suggest that in order to produce effective leaders for the nation's schools, preparation programs should be dynamic, sequential, and linked to an integrated knowledge base and the best practice in the field. Furthermore, preparation program faculty and students should participate in the development, delivery and evaluation of professional programs for educational leaders. However, the process of identifying the knowledge base in programs, conceptual/theoretical underpinnings, the link between theory and practice, and current issues of significance is a difficult and challenging prospect.

A Process for Reform

For the past two years, faculty from the University of Wisconsin-Madison's Department of Educational Administration, with support from the Danforth Foundation Program for Professors

of School Administration, initiated a comprehensive curriculum reform effort to improve and enhance its preparation program. The aim of the review process was toward a complex view of school leadership as a shared, reflective, intellectual activity, and thus, demanded a complete reconceptualization of preparation. The review process included an assessment of the program goals, departmental values and norms, core content and structural components of the existing curriculum, and the development of a new curriculum focus based on three integrative spheres necessary to develop educational leaders.

Identifying Knowledge Bases, Skill and Attributes

During the early stages of the grant period, we developed a conceptual schema to define and identify the core content essential to an educational administrator. Drawing on Robert L. Katz's three-skills approach of effective administrators (Katz, 1974), we identified the conceptual, technical and human (attributes) concepts deemed essential for educational administrators (Attachment #1). (1) Conceptual knowledge refers to the understanding of propositions, conceptual frameworks, and theories relative to the historical, philosophical, social, political, and economic foundations of education and educational institutions; (2) technical knowledge, means the understanding of information, facts, and processes relative to the aforementioned foundations of education and educational institutions; and (3) human knowledge (attributes) refers to the understanding of propositions, frameworks and theories relative to the behavior of people as individuals, in primary groups, complex organizations,

and other social, political, and economic institutions. The ability to apply these knowledge bases in a simulated experience (skill) or in an actual field setting of the practitioner (application) were also considered in developing an understanding of the learning experiences deemed necessary for educational administrators (Attachment #2).

Using this framework, each faculty member identified the conceptual and technical knowledge bases, skill and application considered essential in their areas of expertise (Attachment #3). (We did not focus on the human knowledge (attributes) category at this time.) This schema provided a useful means to inventory what we currently were doing and what we thought to be most important.

Three-Sphere Framework

Because this activity focused on what individual faculty members deemed essential for educational administration programs, we developed a three-sphere framework to consider the content of our curriculum collectively. The three spheres were contextual, bases, administrative skills, and the process of teaching and learning (Attachment #4). The contextual sphere (external perspective) referred to knowledge bases and skills relative to the historical, philosophical, social, legal, political, and community development/perspectives influencing the field of education and educational administration specifically. In the administrative sphere we placed those constructs that were identified particular to the practice of educational administration (internal perspective). The teaching and learning

sphere represented processes for creating effective learning experiences such as alternative instructional delivery systems, sequencing, teaching styles, etc. Developing a program based on these spheres (and attributes) recognizes and, in part, adds to essential elements of leadership development programs: character, knowledge, and action. Moreover, the framework provided a new approach for reconceptualizing our preparation program--one that recognizes and synthesizes diverse expectations, links theory to practice, fosters effective learning environments, and recognizes the importance of individual attributes.

"Mapping the Curriculum"

Next, faculty met several times to determine what existed in the current program in relationship to the spheres. We labeled this activity "mapping the curriculum" (Attachment #5). Faculty examined the core content to determine what, if any, redundancy occurred in the curriculum and what, if any, areas were "thin" in their treatment. At times this activity seemed overwhelming and frustrating; however, it provided an important opportunity for faculty to work and think cooperatively about the knowledge bases and skills deemed essential. Many discussions focused on the various approaches to instruction in preparation programs, particularly at the doctorate level and in relation to student profiles. By integrating the examination of the matrices with the three spheres, we gained new understandings of how content can interact with instructional style and delivery models.

The "mapping" exercise provided a comprehensive baseline for program reform--it provided the "where we are." We next compared this "map" of the current program to the map of essential knowledge bases and skills identified earlier. We then had to draw our path between the "map" of where we are, and the "map" of where we wanted to be. The path chosen was the revamping of the current program.

The review process culminated in the development of a new core sequence. Essentially, the proposal is aimed at accomplishing several purposes: (1) eliminate redundancy in the current program, (2) add areas deemed essential which appear "thin" or nonexistent in the current program, (3) integrate a core sequence that would encourage students to think about issues broadly across all levels of education, (4) provide a means for immersing our students into the complex milieu of educational administration, policy, and practice through multidisciplinary and experiential learning experiences, and (5) encourage effective learning (and model good education) by experimenting with nontraditional teaching and delivery systems (Attachment #6).

Reconceptualizing the curriculum of the department provided evidence of a departmental commitment to a continuous improvement initiative. Faculty have embraced the concept of reconstituting the core sequence of the program. A faculty and student planning committee is developing a comprehensive plan and implementation strategy for the new core sequence, and course proposals will be finalized by fall 1991. Further, we will continue to struggle

with the development or identification of the human attributes necessary for successful educational leaders.

Fantasy or Frustration?

With any dose of change, be it incremental or radical, there are always obstacles and impediments along the way. As we struggled to draw our path between the "map" of where we are, and the "map" of where we wanted to be, we encountered temporary roadblocks--roadblocks such as stagnation, disinterest and frustration. However, the frustrations we encountered provided opportunities for greater understanding of our individual differences as well as our shared beliefs and values. When considering the amount of time, persistence and effort required to engage in a curriculum reform effort, it is little wonder dreams often remain fantasies. Yet, if we agree that professional practice programs should be designed to prepare educational leaders who are involved with ideas regarding change, who think critically about education as it exists, and who will create new possibilities for the future, then, for those of us committed to this plight, neither fantasy nor frustration should stand in our path.

REFERENCES

Danforth Foundation. (1989). Searching for the right reforms. St. Louis, MO: Danforth Foundation.

Griffiths, D. E. (1988). Educational administration: Reform PDQ or RIP. Tempe, AZ: University Council for Educational Administration. (Occasional paper: #8312).

Hawley, W. D. (1988). Universities and improvement of school management. In D. E. Griffiths, R. T. Stout, & Forsyth (Eds.), Leaders for America's Schools. Berkeley: McCutchan.

Katz, R. L. (1974). Skills of an effective administrator. Harvard Business Review, Sept.-Oct., 1974, p. 23.

LoPresti, P. L., Jones, A. H., Gousha, R. P., & Blanchet, W. L. (1990). Rapid change calls for collaboration. Teacher Education Quarterly, Summer, 1990, p. 5.

Mulkeen, T. A., & Tetenbaum, T. J. (1990). Teaching and learning in knowledge organizations: Implications for the preparation of school administrators. Journal of Educational Administration. Summer.

National Commission on Excellence in Education Administration. (1987). Leaders for America's schools. Tempe, AZ: University Council for Educational Administration.

National Policy Board for Educational Administration. (1989). Improving the preparation of school administrators: An agenda for reform. Charlottesville, VA: National Policy Board for Educational Administration.

Peters, J., & Waterman, R. (1982). In search of excellence. New York: Harper & Row.

Pitner, N. (1982). Training of the school administrator: The state of the art. Eugene: Center for Educational Policy and Management, University of Oregon.

Prestine, N. A., & LeGrand, B. (1991). Cognitive learning theory and the preparation of educational administrators: implications for practice and policy. Educational Administration Quarterly, 27(1), 61-89.

Rossmiller, R. A. (1986). Some contemporary trends and their implications for the preparation of educational administrators. UCEA Review, 27(1), 2-3.

Toffler, A. (1990). Powershift. New York: Bantham Books.

Attachment #1

KATZ FRAMEWORK

I. Knowledge (Concepts)

Learning theories
Organizational theories
Human development and needs theory
Social theories
Politics/political theory
Inquiry research technologies
Economics and business
History and Philosophy
Higher Order Thinking Skills (HOTS)

II. Skills (Technical)

Communication
Organizing and managing human resources
Organizing and managing material resources
General management skills
Higher Order Thinking Skills (HOTS)
Use of technology

III. Attributes (Human Skills)

Moral and ethical issues
Intelligence
Interpersonal and intrapersonal
Individual

UW-Madison, Educational Administration Program, 1991

Attachment #2

Educational Administration Program
Reform

Definition of Terms

Conceptual Knowledge - the understanding of propositions, conceptual frameworks, and theory relative to the historical, philosophical, social, political, and economic foundations of education and educational institutions.

Conceptual Skills - the ability to use conceptual knowledge in a classroom or field setting which approximates the role, function, and circumstances of the practitioner in a simulated setting.

Conceptual Application - the ability to use conceptual knowledge in an actual field setting of the practitioner.

Technical Knowledge - the understanding of information, facts, and processes relative to the historical, philosophical, social, political, and economic foundations of education and educational institutions or which are necessary to the organization and operation of educational institutions.

Technical Skills - the ability to use technical knowledge in a classroom or field setting which approximates the role, function, and circumstances of the practitioner in a simulated setting.

Technical Application - the ability to use technical knowledge in an actual field setting of the practitioner.

Human Knowledge - the understanding of propositions, conceptual frameworks, and theory relative to the behavior of people as individuals, in primary groups, complex organizations and other social, economic, and political institutions.

Human Skills - ability to use human knowledge in a classroom or field setting which approximates the role, function, and circumstances of the practitioner in a simulated setting.

Human Application - ability to use human knowledge in an actual field setting of the practitioner.

UW-Madison, Educational Administration Program, 1991

ATTACHMENT #3

Educational Administration Program
Reform

ILLUSTRATIVE EXAMPLE

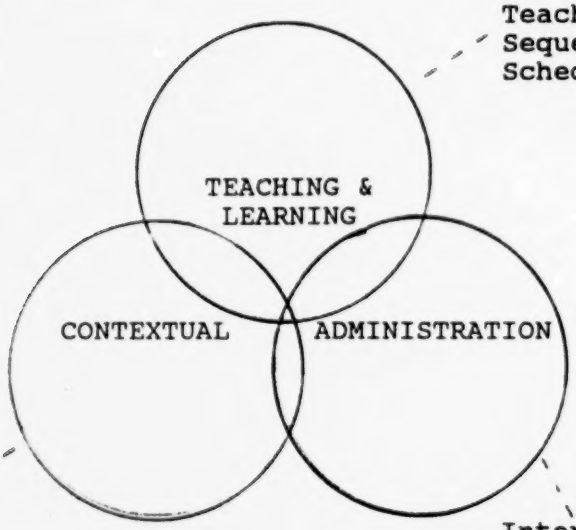
Conceptual Knowledge	Conceptual Skills	Conceptual Application
Understand McCarty-Ramsey theory of community structure, school board, superintendent political behavior	Identify community structure and superintendent political behavior from classroom case materials	Identify community structure, board, and superintendent political behavior in a factional school district
Technical Knowledge	**Technical Skills**	**Technical Application**
Understand speaking concepts of bargaining confrontation	Use bargaining and confrontation speaking in a speech lab	Use bargaining speaking skills in a planning session w/staff
Human Knowledge	**Human Skills**	**Human Application**
Understand conflict resolution theory especially coalition-building and multi-lateral bargaining concepts	Use multi-lateral bargaining and coalition building in a classroom gaming situation	Use multi-lateral bargaining and coalition-building with community stakeholders

UW-Madison, Educational Administration Program, 1991

ATTACHMENT #4

Educational Administration Program

THREE-SPHERE FRAMEWORK



Delivery systems
Teaching styles
Sequencing
Scheduling

External

Historical
Philosophical
Social
Legal
Political
Community

Internal

Constructs
particular
to educational
administrators
(e.g. school
finance, special
education, etc.)

UW-Madison, Educational Administration Program, 1991

ATTACHMENT #5

Educational Administration Program Reform

"MAPPING THE CURRICULUM"
(Example)

ESSENTIAL KNOWLEDGE AND SKILLS IN THE ECONOMICS AND POLITICS OF FINANCING EDUCATION

I.	CONCEPTUAL KNOWLEDGE		CONCEPTUAL SKILLS
A.	Values that "drive" public policy concerning education--equity, efficiency, liberty		
B.	Education as a state responsibility (not national)	B.1.	Explain significance of the 10th Amendment
		B.2.	Explain significance of the "general welfare" clause
C.	History of education in the U.S. and its relationship to current public policy	C.1.	Explain how states use financing arrangements to enforce policy mandates
D.	Resource allocation decisions in the private sector of the economy	D.1.	Explain how supply and demand interact to affect prices
		D.2.	Explain the exchange function of free markets
		D.3.	Explain the difference between production wants and consumption wants
E.	Resource allocation decisions in the public sector of the economy	E.1.	Explain how education influences income distribution in a society
F.	Economic rationale for the public financing of education	F.1.	Explain the distinction between social wants and merit wants
G.	Public provision of goods and services vs. public production of goods and services	G.1.	Explain the economic rationale for education vouchers
H.	Shared governance of education and implications for finance		
I.	Benefits received and ability-to-pay as criteria for evaluating taxation	I.1.	Explain the advantages and disadvantages of the benefits received and ability-to-pay approaches to taxation
		I.2.	Explain how the regressivity of the property tax can be reduced or eliminated
J.	Equalization of educational opportunity	J.1.	Explain the "screening" hypothesis
K.	Flat grants and categorical aids	K.1.	Explain how categorical aids affect local education policy
L.	Foundation programs	L.1.	Contrast and compare foundation programs and power equalizing programs as state-local partnership arrangements
M.	Power equalization programs		

BEST COPY AVAILABLE

ATTACHMENT #6

COURSE PROPOSAL

Governance & Administration

Course Objective:

This is an introductory course in educational administration. It will set the stage for all other courses in the department providing the theoretical basis and integrating information for educational administration. In it students will examine salient historical, economic, political, social, legal, and community developments/perspectives influencing educational policy formulation and implementation in the Unites States. Theoretical constructs from the major social science disciplines in relation to educational will be covered. The course will also provide an introduction to processes of research, investigation, and inquiry. Through field-based research and case studies the links between research, theory and practice will be explored in relation to major contemporary issues.

Course Activities:

The course is intended to provide core knowledge and opportunities to develop integrative skills, putting theory into practice. The core knowledge will be presented in a variety of ways, i.e., lectures, readings, video and audiotapes. In addition, students will work on field-based assignments and case studies to examine major educational administrative and policy issues. Educational institutions in the areas will be selected for a collaborative role in field-based projects. Students will undertake a series of personal assessments for both individual and career exploration. Finally, students will be expected to demonstrate proficiency in oral and written communication skills.

Topical Outline:

I. Foundational Concepts

II. Contextual Concepts--External

III. Process Concepts

IV. Inquiry and Evaluation

UW-Madison, Educational Administration, 1991